Third Review Conference of the States Parties to the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction

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Consideration of submissions of States Parties as provided for in Article 5

Analysis of the request submitted by Yemen for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention

Submitted by the President of the Thirteenth Meeting of the States Parties on behalf of the States Parties mandated to analyse requests for extensions

1. Yemen ratified the Convention on 1 September 1998. The Convention entered into force for Yemen on 1 March 1999. In its initial transparency report submitted on 28 August 1999, Yemen reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Yemen was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 March 2009. Yemen, believing that it would be unable to do so by that date, submitted a request to the 2008 Ninth Meeting of the States Parties (9MSP) for an extended deadline until 1 March 2015. The 9MSP agreed unanimously to grant the request.

2. In granting Yemen's request in 2008, the 9MSP record that, while noting that the proposed plan in the request seemed workable, success in implementation was very much tied to securing donor support at a level that has historically been provided to Yemen. The 9MSP further noted the value of Yemen providing further clarity regarding the extent of the remaining challenge and on steps taken by Yemen to overcome the technical challenges that have impeded implementation in the past.

3. On 17 December 2013, Yemen submitted to the President of the Thirteenth Meeting of the States Parties (13MSP) a request for extension of its 1 March 2015 deadline. On 19 March 2014, the Co-Chairs of the Standing Committee on Mine Clearance, Mine Risk Education and Mine Action Technologies wrote to Yemen to request additional information. Yemen responded to the Co-Chairs' questions on 11 April 2014. Yemen's request is for 5 years, until 1 March 2020.

4. The request indicates that a Landmine Impact Survey (LIS), carried out from 2000 to 2006, led to a baseline contamination of a total of 1,088 mined areas totalling 923,332,280.8 square metres. The request indicates that, in addition to areas identified by the LIS, successive conflicts between the Yemeni army and Al Qaida groups since 2011 in

the governorates of Abyan, Sa'ada, Hajjah, Sana'a and Amran require additional survey and other operations. The request also indicates that, in many cases, previously uncontaminated or cleared land has been either suspected or confirmed as being contaminated or re-contaminated, and that victim activated improvised munitions and booby-traps, which were deployed throughout Abyan in 2011, are posing a hazards to the population.

5. The request indicates that in Sa'ada, following a 2006-2009 insurgency, new kinds of improvised mines have been employed and that an October 2012 survey in five districts in Sa'da (Al Dhaher, Razih, Shada', Haidan and Saqeen) identified 248 suspected hazardous areas (SHA) totalling 126,424,000 square meters. The request further indicates that in Abyan, surveys carried out in two districts (Zunjbar and Khanfar) identified 62 SHA totalling 126,805,016 square meters and that, in the 4 remaining districts in Abyan, contamination by mines and other explosive remnants of war is expected. The request also indicates that due to the high impact in Sa'ada and Abyan governates, in October 2012 the Yemen Executive Mine Action Centre (YEMAC) launched a LIS in these two governates with 90 percent of Yemen's capacity deployed to these areas. The request also indicates that the remaining governates (Sana'a, Amra, and Hajjah) have yet to be visited due, in part, to security challenges. The request also indicates that, given the new information collected over the course of 2012, Yemen's new original contamination can be said to include 1,398 mined areas totalling 1,176,561,296 square meters.

6. The Co-Chairs asked Yemen if it could elaborate on the current security situation in Sana'a, Amra and Hajjah and how this situation will affect Yemen's work plan. Yemen responded by indicating that, while the security situation in Sana'a, Amran and Hajjah was not clear at the time of preparation of the request, the security situation has improved, permitting YEMAC teams to start its work.

7. The Co-Chairs asked Yemen if it could provide information on the affected areas disaggregated by type of contamination. Yemen responded by providing a table which indicates that, of the 1,398 areas measuring 1,176,561,297 square meters, 923 areas measuring 840,862,173.6 square meters concern anti-personnel mine contamination or mixed contamination containing anti-personnel mines. Yemen further indicated that, in addition to anti-personnel mine contamination, the remaining contamination from other explosive remnants of war includes: 126 areas contaminated by anti-tank mines totalling 48,937,956 square meters, 33 areas contaminated by anti-tank mines and unexploded ordnance (UXO) totalling 33,758,733 square meters, 20 areas contaminated by cluster bomb remnants totalling 15,590,000 square meters, 23 areas contaminated by cluster bomb remnants and other UXO totalling 6,412,500 square meters, 5 areas contaminated by improvised munitions totalling 2,660,000 square meters, and 268 areas contaminated by UXO totalling 228,339,934.3 square meters.

8. The request indicates that over the course of 2000 to September 2013, Yemen has carried out technical survey operations in many SHA and that through this process Yemen has been able to cancel and reduced 897 mined areas measuring 838,118,076.3 square meters. The request indicates that a total of 501 areas measuring 338,443,221 square meters are pending technical survey. The request further indicates that, during this period, 1,015 areas confirmed to contain anti-personnel mines were identified, totalling 50,546,876 square meters and indicates that, of these, 908 areas totalling 42,403,620 square meters have been addressed with a total of 107 mined areas totalling 8,143,256 square meters remaining to be addressed. The request further indicates that, between 1999 and September 2013, a total of 119,376 anti-personnel mines, 775 anti-tank mines, 119,075 pieces of unexploded ordnance and 3,511 booby-traps were located and destroyed. The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as "the analysing group") noted that while Yemen indicated that its new original

contamination includes 1,398 mined areas totalling 1,176,561,296 square meters there is a discrepancy concerning this new original contamination and the number of mined areas indicated above.

9. The request indicates that, in light of the remaining survey operations in areas previously not surveyed and in areas where conflict has recently taken place, Yemen expects to identify previously unknown contamination by anti-personnel mines in a number of areas as follows: In Sa'ada, anti-personnel mine contamination is expected in 4 districts (Qataber, Ketaf, Sehar and Al Safraa) with SHAs possible amounting to 172,593,568 square meters; in Abyan , anti-personnel mine contamination is expected is 4 districts (Lawder, Al Wadhee',Modya and Al Mahfad) with SHAs possibly amounting to 167,689,600 square meters; in Hajja, according to the information received from the local authority it is expected that 3 of the 27 districts (Kushar, Mustabaa' and Bakeel Al Meer) could be contaminated by mines and ERW; in Sana'a, according to media reports, Yemen expects that many areas could be contaminated by ERW and small areas could be contaminated by mines in 2 districts (Nehem and Arhab), and; in Amra, the war of 2006-2009 in Sa'ada spilled over to this governorate to cover Harf Sofyan district which may also be affected. The request also indicates that although the provinces of Sana'a, Amaran, and Hajjah have not been surveyed possible contamination has been derived by calculating the percentage of SHAs found in Sa'ada and Abyan, and may equal 243,364,800 square meters (71,400,000 square meters in Sana'a, 153,098,400 square meters in Amaran and 18,866,400 square meters in Hajjah). The request further indicates that this is only speculation and needs to be confirmed and that the expected affected area could be more or less according to the results of the survey to be completed in 2014. The analysing group recalled that the United Nations' International Mine Action Standards (IMAS) imply that all classification of land should correspond to either "suspected hazardous area" or "confirmed hazardous area" and noted that doing so could provide greater clarity concerning the remaining challenge in Yemen.[1]

10. The Co-Chairs asked Yemen to indicate if areas affected by improvised munition and booby-traps are included in Yemen's overall statistics of progress made and remaining contamination. Yemen responded by indicating that Yemen has started clearance of improvised munitions in Abyan and cleared all areas contaminated with improvised munitions and booby-traps found inside the city of Zunjbar. The analysing group noted that Yemen's response failed to address the questions posed by the Co-Chairs and indicated that clarity could be improved if Yemen, in its updated work plan, could provide a clear indication of whether these improvised munitions and booby-traps are considered as part of its remaining challenge under Article 5.

11. The request indicates that progress has been achieved through manual clearance and mine detection dogs with work carried out in accordance with IMAS and Yemeni standards. The request indicates that technical survey is one of the most important components of Yemen's mine action program being the first essential step to identify and verify the location of minefields and that survey teams carry out large area reduction and cancellation through the use of technical survey procedures. The request indicates that in order to ensure quality of the work carried out, quality assurance teams visit the technical survey teams and clearance companies during clearance and before clearance is completed

[1] The United Nations' International Mine Action Standards define "Suspected Hazardous Area" as "an area where there is reasonable suspicion of mine/explosive remnants of war contamination on the basis of indirect evidence of the presence of mines/explosive remnants of war," and "Confirmed Hazardous Area" as "an area where the presence of mine/ explosive remnants of war contamination has been confirmed on the basis of direct evidence of the presence of mines/explosive remnants of war."

to make sure that they are working to international and national standards. The request also indicates that once completed the quality assurance teams visit the minefield and on the day of the handover the quality assurance officer briefs the local authority about the cleared area and officially hands over the area by a physical demonstration such as walking over the cleared land. The request further indicates that the quality assurance officer presents documents to the sheiks or local authorities to sign and stamp that they received and witnessed that the land has been cleared, this document is then signed by the director of YEMAC and chairman of the National Mine Action Authority during a handover ceremony.

12. The request indicates that accidents recorded between 1999 and September 2013 have claimed 244 victims of which 153 were injured and 90 killed, 87 of which were children (56 boys, 31 girls) and 157 adults (141 men and 16 women). The request indicates that mine risk education (MRE) is a major component of the program and has helped to reduce casualty numbers with MRE having been carried out in 786 villages in 2012 and 2013 in Abyan, Sa'adah, Hajjah, Aden and Hadhramout with the support and cooperation of UNICEF and MRE teams. The request indicates that, apart from claiming victims, landmines have had a negative socioeconomic impact on the population by blocking access to grazing land and water sources for drinking and irrigation, impeding infrastructure development (roads, schools, housing etc.), blocking land for herders (often children) and livestock essential for agricultural production and preventing the resumption of basic economic activities. The analysing group noted that Yemen had provided in its request data on mine victims disaggregated by age and sex in keeping with commitments the States Parties had made through the adoption of the Cartagena Action Plan. The analysing group further noted that completion of Article 5 implementation during the requested extension period had the potential of making a significant contribution to improving human safety and socio-economic conditions in Yemen.

13. The request indicates that circumstances that impeded compliance until now include: (a) limited access to Sa'ada, Hajjah, Amran, Abyan and Sana'a governorates during the period from 2009 to the beginning of 2012; (b) technical obstacles including the difficulty in identifying mines planted in mountain areas, desert and shifting sands where is very difficult to use mine detectors due to magnetic , iron soil, and depth of the mines; (c) windy season in July and August especially in desert areas, and the raining seasons in the summer that restrict the clearance operations in these areas; (d) the need to restructure the companies and platoons to small groups (ERW teams) because most areas are contaminated with ERW (cluster bombs and booby traps) which requires more logistical equipment for each team; (e) the non-availability of multi-year funding which hampers proper short-term and medium-term planning, and; (f) inadequate funds which cause delays in the implementation of planned activities.

14. As noted, Yemen's request is for 5 years (until 1 March 2020). The request indicates that over the course of the 5 years Yemen intends to carry out survey in SHAs as well as carry out clearance in confirmed hazardous areas (CHAs). The request indicates that it is clear that much of the information available is based on speculation of what will be identified during the non-technical and technical survey operations and Yemen commits itself to offer yearly updates on progress made on survey and the results of this survey. The analysing group noted that the plan is ambitious and that its success is contingent upon the findings of the survey effort, stable funding and challenges posed by the security situation.The analysing group noted that, Yemen's indication that the non-technical survey process will be completed by September 2014 would make it seem that one year would be sufficient to garner a necessary deeper understanding of contamination and to plan accordingly. The analysing group further noted the commitment of Yemen to provide updates to the States Parties on a continuous basis and that Yemen and the States Parties as

a whole would benefit if Yemen could inform the States Parties of changes to the work plan.

15. The Co-Chairs asked Yemen if, given that the Landmine Impact Survey has widely been attributed with the misidentification and recording of large areas as SHAs that in fact do not contain mines causing many of the results to require resurvey, it can provide information concerning the methodology of the survey to be carried out and how it intends to collect more specific information from areas to be surveyed. The Co-Chairs also asked Yemen if, given that IMAS on land release have been recently reviewed and that the changes have important implications in survey and information collection, it will be updating its survey standards based on the IMAS prior to upcoming non-technical survey activities. Yemen responded by indicating that the level one impact survey will be done according to the same methodology of the survey done in 2000 through the collection of information from the local communities about the SHAs according to the questionnaire forms and, simultaneously, a technical survey team will identify the minefields and specify the CHA to be marked and prepared for clearance.

16. The analysing group noted that the survey methodology described by Yemen suggested that the methods to be employed differed little from the methods used in previous surveys which had led to an overestimation of contamination and encourages Yemen to revise its national mine action standards and policies on land release. The analysing group also noted that Yemen could benefit from ensuring the use of the full range of technical and non-technical means to release SHAs in keeping with the recommendations adopted by the Ninth Meeting of the States Parties. In this regard, the analysing group noted the importance of Yemen reporting on its progress in a manner consistent with commitments the States Parties had made through the adoption of the Cartagena Action Plan by providing information disaggregated by release through clearance, technical survey and non-technical survey.

17. The request indicates a number of milestones to be accomplished during the extension period. The request indicates that from September 2013 to September 2014 Yemen will carry out technical survey of known SHAs as well as non-technical survey and technical survey in Abyan, Al Dhale', Al Jawf, Amran, Hadhramout, Ibb, Lahij, Mareb, Sa'ada and Shabwah governorates as well as non-technical and technical survey in the suspected governates of Aran, Hajjah, and Sana'a. The request also indicates that from June 2014 – May 2019, Yemen will carry out clearance of CHAs at a rate of 1,628,651 square meters per year with the period between June 2019 – February 2020 reserved for clearance of additional mined areas identified during survey operations. The request further indicates that these activities will be carried out with YEMACs capacity of six clearance companies, one clearance platoon, eight EOD teams, five MRE teams, three victim assistance team, 27 medical support teams, three mine detection dog groups, 12 technical survey teams and two quality assurance teams. The analysing group noted that these milestones will greatly assist in assessing progress implementation during this period.

18. The Co-Chairs asked if, given that Yemen has indicated that apart from the remaining 107 CHAs measuring 8,143,256 square meter it also has a wealth of survey to carry out in SHAs and given that Yemen appears to have given itself a short time, from June 2019- February 2020, to carry out clearance of any areas identified during survey operations, Yemen can offer information on the assumptions that led them to request a 5 year time period. Yemen responded by indicating that the expected SHA (172,593,568 square metres in Sa'ada and 167,689,600 square meters in Abyan) are for the districts that have not been surveyed and YEMAC is expected that a large number of these areas will be contaminated by ERW and Cluster bombs and not anti-personnel mines.

19. The Co-Chairs asked Yemen if, given that Yemen's rate of clearance has averaged a total of 2.053 square kilometres per year and given that Yemen foresees the addition of 50

deminers with improved equipment, Yemen could indicate how it arrived at the annual clearance figure of 1,628,651 square meters. Yemen responded by indicating that while they could include the area expected to be marked in the plan, they did not want to include areas to be cleared based on assumed expected areas and based the plan on what is currently known.

20. The Co-Chairs asked Yemen if it could provide information on the results of survey efforts it had mentioned would take place up to September 2013 in which Yemen hoped to survey 338,443,221 square meters in the governates of Abyan, Al Dhale', Al Jawf, Amran, Hadhramout, Ibb, Lahij, Mareb, Sa'ada and Shabwah governorate. Yemen responded by indicating that during the period of September 2013 to March 2014, YEMAC only carried out technical survey in 4 SHAs with at total size of 44,270,000 square meters and that technical survey continues in these areas.

21. The request indicates that activities over the course of the extension period will cost a total of US$ 65,827,756 with US$ 15,353,056 to be provided by the Government of Yemen and US$ 50,474,700 to be mobilized from donor countries. The Co-Chairs asked Yemen if, given that the amount greatly surpasses the amount of funding that Yemen has received in recent years which averaged approximately 2 million in the past five years, Yemen could provide information on what this amount of funding is for and on its resource mobilization strategy to acquire the necessary financial support from national sources as well as from sources external to the Yemeni government. Yemen responded by indicating that the USD$10,095 million is the ideal scenario and that the USD$3.07 million represents the current annual in kind support provided by the government including the monthly salaries of the military staff seconded to the project. Yemen also indicated that based on the comments of the Co-Chairs the budget has been revised and the USD$10.095 million has been reduced to USD$7.273 million per year. Yemen also indicated that the main donors include UNDP, USA, Germany, Japan, Norway, Australia and OCHA and that 2014 donors so far include UNDP, USA (USD$952,042), OCHA (USD$1,000,000) and Japan (USD$1,000,000). Yemen further indicated that it looks forward to Germany resuming its annual contribution (USD$500,000) to the mine detection dog centre. The analysing group noted that, given the importance of external support to ensure timely implementation, Yemen could benefit from enhancing its resource mobilisation strategy, in part by providing additional clarity regarding estimated costs for implementation.

22. The request indicates that in addition to survey and clearance activities, Yemen will increase its capacity by adding fifty new deminers to be seconded from the ministry of defence; upgrade old demining equipment (mine detectors, protection equipment, vehicles etc..); purchase new demining equipment for the new staff; update the national mine action standards to fit international mine action standards, and; contact the GICHD to upgrade IMSMA to the new version 6.7.

23. The Co-Chairs asked Yemen if it could provide information concerning the timeline for completion of these activities. Yemen answered by indicating that concerning the secondment of 50 additional deminers, YEMAC asked the government for 50 additional deminers in 2013 and YEMAC has completed the training of 30 of these deminers. Due to lack of funds in 2014, new deminers are currently awaiting approval for their allowances and the timeline for their deployment is dependent on this availability of funds. Yemen indicated that, concerning the upgrading of old demining equipment, YEMAC has receive most of the demining equipment required for 2014 (mine detectors and field equipment) but that equipment is still lacking for the 50 additional deminers. Concerning the updating of standards, Yemen indicated that this is ongoing and the final update will be issued during next week after the completion of a workshop including all persons involved. Concerning the upgrading of IMSMA, Yemen indicate that the migration of YEMAC's data has already been completed by the GICHD for version 5.08 and setting data at YEMAC is ongoing

according to the recommendations of the GICHD with approximately a month remaining for it to be completed. The analysing group noted that Yemen was committing to take steps to increase capacity and that corresponding output gains should be expected and reflected in its annual projections of areas to be released during the extension period.

24. The analysing group noted that while Yemen does not yet know the exact size and locations of areas that will actually warrant mine clearance, its estimates for time and money required appear to be based solely on clearance assumptions. The analysing group further noted that the commitment made by Yemen to undertake technical survey activities and to update its land release standards may result in implementation that proceeds much faster than that suggested by the amount of time requested and in a more cost-effective manner. The analysing group added that doing so could benefit Yemen in ensuring that the grave humanitarian, social and economic impacts outlined by Yemen in its request are addressed as quickly as possible.

25. The analysing group noted that the milestones contained in the request would greatly assist Yemen and all States Parties in assessing progress in implementation during the extension period. In this regard, the analysing group noted that it would be beneficial if Yemen provided updates relative to commitments noted in paragraph 17 of this analysis and other commitments made in the request at intersessional meetings and at Meetings of the States Parties.

26. The analysing group noted that, Yemen's indication that the non-technical survey process will be completed by September 2014 implies that one year would be sufficient to garner a necessary deeper understanding of contamination and to plan accordingly. In light of this, the analysing group noted that the Convention would benefit from Yemen submitting to the States Parties, through the Convention's President, by 1 March 2015, an updated detailed work plan for the remaining period covered by the extension. The analysing group noted that this work plan should contain an updated list of all areas known or suspected to containing anti-personnel mines, annual projections of which areas and area that would be dealt with each year during the remaining period covered by the request and by which organisation, and a detailed budget. In addition, the analyzing group noted that the Convention would benefit from Yemen informing the States Parties on an annual basis, as relevant, on the following:

(a) The outcome of survey efforts and how additional clarity obtained may change Yemen's understanding of the remaining implementation challenge,

(b) The number, location and size of remaining mined areas, plans to clear or otherwise release these areas and information on areas already released, disaggregated by release through clearance, technical survey and nontechnical survey in accordance with Action #17 of the Cartagena Action Plan,

(c) Progress made relative to the activities listed in its 2014-2020 work plan

(d) Efforts to diversify funding sources and to reach out to other relevant parts of the government to contribute to covering the costs of implementing Yemen's national plans for survey and mine clearance,

(e) Resources obtained relative to needs expressed in the request, including resources provided by the Government of Yemen itself, and

(f) Changes in the security situation and how these changes positively or negatively affect implementation.